SHRI K. P. SINGH DEO: Madam, I move:

"That the Bill be passed.

The question.. was put and the motion was adopted.

MOTION RE. THIRTY-THIRD AND THIRTY-FOURTH REPORTS OF UNION PUBLIC SERVICE COMMISSION

THE DEPUTY CHAIRMAN: Now we take up the Government Motion. Shri K. P. Singh Deo.

THE MINISTER OF STATE IN THE MINISTRY OF PERSONNEL AND TRAINING, ADMINISTRATIVE REFORMS AND PUBLIC GRIEVANCES AND PENSION AND IN THE DEPARTMENT OF CULTURE (SHRI K. P. SINGH DEO): Madam Deputy Chairman, I beg to move:

> "That the Thirty-third and Thirty-fourth Reports of the Union Public Service Commission, for the period from April 1, 1982 to March 31, 1983 and April 1, 1982 to March 31, 1984 laid on the Table of the Rajya Sabha on the 2nd May, 1984 and 2nd May, 1985 respectively, be taken into consideration."

As you are aware, Madam the Union Public Service Commission is required under article 323(1) of the Constitution to present annually to the President a report on the work done by the Commission. These reports are placed by Government on the Table along with a memorandum explaining the reasons in respect of cases if any, where the advice of the Commission was not accepted by the Government.

[**The Vice-Chairman (Shri Chimanbhai Mehta)** in the Chair]

It is also customary to take up for discussion the report of the Commission both to highlight the performance of the Commission and to elicit the esteemed views of the hon. Members on the overall policies of recruitment and management of Public Services. As the hon. Members are aware, the Union Public Service Commission performs a key role in the recruitment to higher services and renders independent advice to the Government on several matters concerning public personnel administration and utmost consideration is given to the judgment of the Commission in these matters. During these two years, the Commission had tenderd advice on over 12,936 and 13,589 cases concerning appointments, promotions and disciplinary cases. Out of these 26,500 cases Government could not accept the recommendations of the Commission onl in 7 April

3 P.M.

During the period from April 1982 to March 1984 nearly 6 lakh candidates applied for various examinations and selection conducted by the Commission and over 16,000 candidates representing about 3 per cent of those applied, were recommended for appointment to the various services and posts. The Commission were associated with the selection committees constituted in each State to consider cases of promotion of about 2,400 State service officers to the three All-India Services, *viz.* the Indian Administrative Service, the Indian Police Service and the Indian Forest Service. A total of 950 State service officers were included in the select lists for these three services during the period covered by the reports. In regard to promotion in Central services the cases of nearly 34,000 were considered by the Departmental Promotion Committees with which the Commission were associated and about 8,000 officers included in panels for promotion to higher positions. The Commission were able to recommend candidates belonging to the Scheduled Castes and Scheduled Tribes against all the vacancies reserved for them in the examinations requiring general qualifications such as a degree as in the case of Civil Services examination, Indian Economic Service examination and Assistants Grade examination. In the case of examinations requiring technical or professional qualifications also candidates to the full extent of re-

servation could be recommended. In the case of Combined Medical Services examination and Special Class Railway Apprentices examination the performance of these candidates in respect of other technical examinations has shown improvement over the previous years.

As honourable Members are aware the strength of the Commission is one chairman and eight members. The two vacancies of members in the Commission which could not be filled in earlier, have been filled from July this year.

I would also like to say something about the general feeling often expressed in various quarters that recruitment to higher services is largely dominated by the more affluent classes of society and that in the process of selection undue weightage is given to the superficial veneer of public school education and sophistication. Government have carefully considered this aspect of the matter, particularly with regard to recruitment made to the higher services through the Civil Services examination and the following steps have been taken to help candidates with rural background in this regard:

(1) The paper of English is just of Matriculation standard and also it is qualifying in nature. The marks in this paper are not counted for competitive ranking.

(2) Option to answer the other papers either in English or in any of the Indian languages included in the Eighth Schedule of the Constitution has been given to the candidates.

(3) Marks allotted for optional papers are higher compared to the papers in general subjects.

(4) Lesser weightage has been given to the interview tests and candidates can take the interview in any Indian language, if they so desire.

(5) The additional paper of post-graduate level for IAS which was included in the earlier scheme of examinations has been dispensed with the new system.

I take this opportunity to assure Members that the various suggestions they are going to make now will be given the highest consideration and the suggestions made by the honourable Members on previous occasions have been given the highest consideration by the UPSC and the Government. Thank you.

The question was proposed.

SHRI SUKOMAL SEN (West Bengal): Mr. Vice-Chairman, this is a very important subject. UPSC is the agency for recruitment to all the Central Government services, whether at the higher level or at the lower level. Therefore there should be coordination between the Government and the UPSC so that the purpose for which the UPSC was created is served. But going through the reports I find for various examination there is a lack of coordination between the UPSC and the Government and in many places the Government ignored the suggestions and recommendations of the UPSC. And, Sir the Government acted on its own, thereby reducing the recommendations of the UPSC to a farce and, to a certain extent defeating the very purpose for which the UPSC was created. I think the Government will take note of this and, in fufure, will try to act on such a manner that they actually help in the proper functioning of the UPSC.

Now, Sir, at the beginning itself, I would like to say that for the admission examinations like the Civil Services Examination and also for certain other examinations, the age-limit has been reduced from 28 to 26. I cannot follow the logic of this age reduction for the IAS and other examinations from 28 to 26 because, at the same time, for other examinations

[Shri Sukomal Sen]

like the Combined Medical Services Examination and other technical examinations, the age-limit has been kept at 30. In the case of the IAS Examination and certain other examinations, the age-limit has been reduced from 28 to 26. I would like the Government to take note of this and reconsider this question.

Then, Sir, I would like to mention that the UPSC cannot serve well unless the Government takes action in notifying the vacancies to the UPSC..(*Interruptions*). I hope the Minister will be a little more mindful of what I am saying. Otherwise, if he does not listen to what I am saying what is the use of my speaking here? A little more attention from the Minister is required.

There is another point which I would like to mention. With regard to the notification of vanacies for which the UPSC will be recommending the candidates, the Report says that in most cases the Govement has failed to notify the vacancies and, despite reminders by the UPSC, in most cases, the Government delayed and there are occasions when the UPSC was notified about some vacancies, but when the candidates were recommended, another problem arose because the vacancies recommended at the initial stage and the vacancies that actually occurred at the ultimate stage differed—there was a lot of difference between these two—and this put the UPSC in a very difficult situation and also the candidates who came out successful.

Then, Sir, there are instances where the Government preferred to re-employ many persons and there were also instances of provisional appointments and irregular appointments. I would like to quote from the UPSC Report itself. The 34th Report says like this: "In as many as 19 cases, re-employment was recommended.". I do not know why this kind of re-employment was necessary in 19 cases. I feel that this kind of re-employment of officers is a bad precedent and it harms the morale of the other jounior officers who are expecting promotion. Secondly, the re-employed officers also cannot exert themselves much and they cannot show any efficiency also because they always feel that they are after all re-employed and at any time they may have to go and, so, they work half-heartedly. Thirdly, the morale of the lower officers is also very much affected and, therefore, I feel that re-employment of officers should not be resorted to in future.

Then I come to the question of provisional and temporary appointments. The UPSC is conducting examinations and recommending candidates regularly. Then where is the necessity for provisional appointments and temporary appointments ultimately leading to the confirmation of those provisional persons who were appointed against provisional vacancies, I do not know why this is being done, and this also negates, in fact, the very purpose for which the UPSC was formed.

Then, the 34th Report itself says:

> "Cases of appointments in which consultation with the Commission was inordinately delayed or where appointments made were *ab initio* irregular, continued to occur during the year under report."

This is a most irregular act on the part of the Government. While the UPSC declared all such appointments as *ab initio irregular, similar appointments* continued to recur in the year under discussion. The Report says itself:

> "In spite of intructions issued from time to time by the Government of India, the Commission regret to note that there has been no marked improvement in this regard."

This is a sorry state of affairs and a very condemnible performance on the part of the Government. Then the Report says—I quote:

"It will be seen that in as many as 71 cases involving appointments to 183 posts, references to the Commission were delayed by more than six months."

Why did this delay occur? It means that the Government itself is irresposible thereby putting the UPSC in a very embarrassing situation, and these provisional appointments and re-employment of several officers, etc. breed some sort of nepotism or in certain cases it may lead to corruption also. I would like the Government to consider this aspect.

Then, in respect of disciplinary cases also we find that in certain cases for gross negligence or for corruption charges where the UPSC recommended severe punishment, they have reduced the quantum of punishment and they have almost exenerated the personnel against whom charge-sheets were brought in. There is one case of a Deputy Director in the Delhi Administration who was caught red-handed for many offences. But even though the charges were serious and the Commission recommended his removal from service it appears that the Government did not accept the recommendation of the Commission and the punishment given was reduction in rank of that officer. I do not see any reason behind the Government's action in ignoring the recommendation of the UPSC. One of the charges against this officer is that while issuing certificates he falsely stated that he had conducted biological tests of samples. He was in charge of undertaking biological tests of samples. He did not do it. He issued false certificates and for that he got a bribe amounting to Rs. 3228. For such gross offences the UPSC rightly recommended removal from service of that officer but the Government reduced it by lowering his rank. It means he was almost exonerated of all charges. I feel that in this way if the UPSC's general recommendations are flouted, corruption in the Government services cannot be rooted out.

Sir, that day the Prime Minister said—I read in some newspaper—that corruption in Government offices is rampant at the bottom. Probably it is not so. I say that it is in the upper echelons. Here the Deputy Director in the Delhi Administration is not at the bottom; he is in the higher echolons. And when he is charge-sheeted then the Government comes up for his redemption and he is let off with a lighter punishment. So I think that if you want to root out corruption you have to stop it from the top level, because corruption starts from the top and it percolates to the bottom. Then, Sir, about delayed order of appointments, the Commission has regretfully stated that there is a discrepancy between the passing of the candidate recommendation by the U.P.S.C. and offer of appointment by the Government. It says at page 34 in the 33rd Report:

"Cases where offers of appointment to candidates recommended by the Commission were delayed by the Ministries/Departments etc. continued to occur during the year under report."

It means that those who passed the examination were recommended by the Commission, but the offer of appointment did not go from the Government in time. It creates embarrassment and difficulties both for the U.P.S.C. and the candidates who pass the examinations. I feel that this thing should not occur in future.

Now, there have been cases where the Government sought exemption from consultation with the U.P.S.C. I quote from page 9 of the 33rd Report where it says that the Government sought exemption for recruitment in the Commission for Additional Sources of Energy for a period of three years from the commencement of the notification. It means that for the personnel who would be appointed in the Commission for Additional Sources of Energy the U.P.S.C. consultation should not be required. That

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was the resolution passed and adopted by the Government. I would like to quote what the U.P.S.C. said in this regard:

"The Union Public Service Commission examined the matter. The Commission pointed out to the Department that although the posts under the Department of Atomic Energy stand excluded from the purview of the Union Public Service Commission, the considerations which led to the exemption were different from those in the present case."

It means the Commission for Additional Sources of Energy.....

THE VICE-CHAIRMAN (SHRI CHIMANBHAI MEHTA): Your time is over.

SHRI SUKOMAL SEN: I will conclude within a minute or two. In this way, if the Government tries to exclude various commissions and other bodies from the purview of the U.P.S.C. and if they try to evade consultation with the U.P.S.C, then what will happen? Some persons who are very near to some Ministers or some higher officers will get appointments in these commissions and bodies. Exemption from the U.P.S.C. consultation means that there would be nepotism. Nepotism will take place if there is exemption from U.P.S.C. consultation for these services.

Another question that is very much worrying us is that it will not notify recruitment rules. One is delay in the notification of vacancies and another is delay in notifying the recruitment rules. It also creates obstacles in the functioning of the U.P.S.C. I do not know why this thing is happening.

Lastly, the U.P.S.C has also stated in its report some lapses on the part of the State Governments. Some officers are recommended by the State Governments for promotion in the All India Services. State Civil Service Officers are recommended for the I.A.S. Service. In this case when the U.P.S.C. Committee visited the States, they did not get all the reports such as C.R., Personal File, etc. These reports should be given to the Commission by the State Governmnets. They are not available in due time. The U.P.S.C. has mentioned two States, Nagaland and Kashmir who failed to supply the necessary reports to the commission for selection of candidates recommended by the States for inclusion in the All India Services. I feel that the U.P.S.C. and the Central Government should impress upon the State Governments to be prompt in this regard so that the reports and other personal files and documents are readly available to the U.P.S.C. for consideration for promotion of the candidates recommended by the State Governments. Lastly, Sir, I would again request the Government to act in such a manner that they can help the UPSC by trying to implement the recommendations of the UPSC in regard to appointment, promotion and disciplinary action. This aspect should be considered by the Government.

Sir, I have finished but I want to mention another point which has not been touched by the UPSC, and that is about the performance of the candidates. In this Report, there is an evaluation of the performance of the candidates of the Scheduled Castes and the Scheduled Tribes. But as regards the performance of other candidates, no mention is made here in this Report. What about the performance of the candidates in the IAS and Allied services examinations? My experience is that in the 60s or earlier, there was a craze for competing in the IAS and Allied Service examinations. Brilliant boys, very good boys who had good academic career used to compete in these examinations. Nowadays we find, at least, I find in West Bengal that the brilliant boys, the boys who have brilliant academic

career now opt for engineering or medicine or pure science and only the mediocre boys come for this IAS and Allied service examination. I do not know whether that is the pattern in the other States also. If that be the pattern, the efficiency of the IAS and the Allied Services is bound to come down. Why is that happening? Why are the brilliant boys not coming to the IAS and Allied services? That has to be probed by the UPSC and the Government. Unless very brilliant boys get into these Services, the administrative services cannot run properly or efficiently. That aspect should be considered by the Government.

With these words, I conclude.

PROF. B. RAMACHANDRA RAO (Andhra Pradesh): Mr. Vice-Chairman, Sir, I have great pleasure to give a few comments on the Thirty-fourth Report of the Union Public Service Commission for the period 1983-84.

First of all,, I would like to mention that the Union Public Service Commission has been maintaining the the highest standard of evaluation and integrity, and it is well-known that these examinations are conducted with a high amount of secrecy so that no one could influence even at the highest level the performance and the evaluation of the candidates. I would like to comment that this is one institution in the country which has been maintaining such high standards. I would also like to say that the Union Public Service Commission has also been expanding its activities by opening new centres. Some of them are listed in this Report. The Minister has already observed that special steps have been taken to encourage people from the rural background by eliminating certain burden in their way, allowing them to answer in their own language, by reducing the importance of the *viva voce* examination. I am sure, these are laudable steps. But I would like to suggest that the other Ministry concerned or the Home Ministry should identify people from the rural areas and give them special training in order to enable people from the rural background, coming from poorer sections to fare well, particularly in the viva voce examination. This is a step to which, I think, the Home Ministry has a scheme. But it does not have such a wide coverage in the rural areas. But the scheme only covers the Scheduled Castes and the Scheduled Tribes.

Sir, going through the Report of the UPSC, I find that there are certain shortfalls and certain areas where there is a shortage of personnel, particularly in the Scheduled Castes and Scheduled Tribes and also in the general pool where candidates are not available with high qualifications. Here, I would like to make one suggestion that the Union Public Service Commission should have a very close co-ordination with the University Grants Commission which has an overall supervision and control over the University. Whereas if the UPSC finds that there is a shortfall in certain subjects, particulary technical ones, highly technical ones, I think they should keep the University Grants Commission informed so that they may make a special effort to start such training programmes so that these candidates will be available in abundance at a later date.

I would like to mention here that there are posts of what are called pool officers. Now, these pool officers posts were created more than 15 or 20 years ago for the purpose of absorbing people who are coming from abroad after undergoing higher training particularly in science, engineerings and medical fields. Earlier it used to be done by the Council of Scientific and Industrial Research or the Department of Science and Technology. But now for the last several years it has been handed over to the Union Public Service Commission. The difficulty, I would like to mention here is that the pool officers selection takes usually about six months and a person

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who returns from abroad with a high qualification, he has to wait for such a long time to get absorbed for a temporary post. If it is a permanent post, I can understand that the man has to wait for six months or more. But when it is temporary post, well he has to appear again for another examination or another interview before he is absorbed. Is it not possible to release these pool officers posts as posts which can be absorbed by the concerned department, science departments, like the Department of Science and Technology or the CSIR given this responsibility?

I would like to mention here a couple of other points which are noteworthy. The Departmental Promotion Committees, the DPCs as they are called, have been doing commendable work but as the Report itself points out the DPCs have certain great difficulties to get the information from Ministries. Very often the dossiers are not placed before the UPSC. They come rather late and as such there have been several serious difficulties experienced and some of the candidates dossiers are not submitted in time to the Service Commissions with the result that those candidates are at a disadvantage. I would like to draw the special attention of the Minister to this aspect of the matter and tell him that this needs special attentinon from him.

Then, there is the case of a certain number of supernumerary posts created more than six or seven years ago with a view to absorb a large number of highly competent scientists, technologists engineers and medical specialists. They have been working abroad and when they come back to the country they are absorbed. This has been exempted from the purview of the UPSC. I am glad that it is exempt., But what I would like to suggest is that is it necessary that this should be under the purview of the UPSC at all? Can the Government not take back these posts and distribute them in various scientific Ministries so that they can directly recruit them without each year exempting them from the UPSC's purview? For example, I would like to mention another important point that scientific posts belonging to several organisations are exempt from the UPSC, like the posts in the Department of Space, in the Commission of Additional Sources of Energy, the Department of Electronics. I would like to suggest to the Government that if you are exempting some Ministries, some commissions or some of the science departments from the UPSC, why not have a uniform policy? Whether it is the Department of Environment, whether it is the Department of Ocean Development or any other scientific department, they all should be exempt. It is no good exempting only some of the departments. It is necessary that a uniform policy should be followed for all scientific posts just like in the CSIR, just like in the Ministry of Atomic Energy etc. The recruitment to all scientific posts may be left to the concerned departments or commissions.

Sir, Government have permitted civil services examination to be held in regional languages. If you look at the distribution of the regional languages and the number of candidates, in Appendix VA, you will notice of course, in the case of language papers, a large number of candidates appear; naturally, because, it is one of the papers, in which they have to appear—in the case of General Studies and other specialised papers, in many languages, Assamese, Bengali, Kannada, Malayalam, Oriya, Urdu etc., the number of candidates appearing is hardly in the range of 3 to 10. Now, the question is whether it is worthwhile to examine the candidates in the General Studies and other specialised papers, if the number of candidates is small. You may wonder, how does it matter whether it is small or large. I am worried about one thing. The examiner who examine these

papers will naturally be drawn from the concerned State, if there are only three or four candidates, then, natural tendency will be—there will be sympathy—after all, this candidate is appearing in my own language, why not I correct the paper more liberally. This tendency we cannot avoid. Further, for an examination to be statistically relevant in comparison with others, we should have statistically minimum number, say ten, fifteen or twenty; whatever number the Government may decide. I would like to suggest that this matter may be examined and a certain minimum number should be fixed for appearing in the General Studies and other specialised papers of the Civil Services Examination of the U.P.S.C..

The last point to which I would like to draw the attention of the hon. Minister is in regard to the candidates from Scheduled Castes and Scheduled Tribes. Government have found that except in a few cases like the Civil Services Examination, where the total list is drawn up and the required number is taken from the total list, there are a number of cases where the U.P.S.C is unable to find candidates. If you look at some of the appendices specially, I would like to refer to the histograms given from page 3 onwards—you find that the performance in the recruitment has deteriorated from year to year. From 1979 to 1982, for instance, in the case of engineering services, it has deteriorated. In the case of medicine, it has improved. In the case of recruitment to posts, again, in the case of engineering services it has deteriorated. I am giving these examples of the histograms given in the report itself to show that the performance of the Scheduled Caste and Scheduled Tribe candidates in these examinations has not been commendable. The reason why I have drawn your attention to this is because there is a Home Ministry scheme for the purpose of training candidates from the Scheduled Caste and Scheduled Tribe. I do not know what interaction the U.P.S.C. has with the Home Ministry in order to see that the number of seats available are filled by organising special training programmes. The linkage between the UPSC and the Home Ministry special cell has to be very close in order that this can be done very satisfactorily.

I am glad, the UPSC has also observed in its report and I quote—'An appreciable improvement in the performance of SC/ST candidates has been observed in some written examinations'. This is certainly laudable. In written examinations, there is an appreciable improvement in the performance. By implication, it means, there is no perceptible improvement in the viva voce examinations. If there is perceptiable or appreciable improvement in the written examinations and consequently, we imply that there is no improvement in the viva voce, special steps must be taken to improve their performance, particularly, in the viva voce. I would like to draw the attention of the House to the fact that the University Grants Commission, right from the 6th Plan onwards, has set apart 10 per cent of the UGC budget for a special component plan, for special training to be given to the Scheduled Castes and Scheduled Tribes. In the light of this that a certain percentage of their UGC budget is allocated, it is necessary that the UPSC and University Grants Commission should coordinate and UGC should take special steps to encourage certain universities particularly to introduce courses, training programmes, and to see that this gap is filled.

May I say, from the report as I can see, that in the entrance examinations and particularly in the interview boards, although a large number of candidates are appearing, hardly 10 per cent are selected in spite of the fact that the posts are available? I have noticed from some of these tables that the shortfall is very high and it gives me an impression that their performance in the viva voce examination of the interview board is inadequate. Therefore, I would

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plead with the Government that special emphasis must be laid on training these people for appearing and performing better in the interview board. There is the language problem also. They are unable to express themselves in the language Language communication ability of the candidate is the most important one.

Finally, I would like to commend the Union Public Service Commission for having been a kind of torch bearer for setting the standards for the entrance examinations throughout the country; and not only that, for helping all the State Governments to evalve new techniques which they have adopted.

There is one more point which I would like to mention. UPSC is supposed to have a photoprinting type computer so that the results of the preliminary examinations could be obtained in no time. When the machine was first imported it was not working. I do not know whether the UPSC has been able to set this machine in order and is getting the results. If this is a successful experiment. I would like to know whether UPSC has been able to share this technology with the State Governments and ask the State Governments to adopt this technique so that all the routine works is avoided and also the human element of errors will not creep in.

I thank you very much.

SHRI ALADI ARUNA alias V. ARUNACHALAM (Tamil Nadu): Mr. Vice-Chairman, I am much pleased to have an opportunity to place my observations on the thirty-second, thirty-third, and thirty-fourth reports of the Union Public Service Commission. UPSC has been constituted under article 315 of our Constitution. It has been entrusted with the heavy responsibility of conducting examinations for the appointment to Central Services, operating schemes for joint recruitment, framing principle for promotions and transfers, and taking disciplinary action against those who violate rules and regulations of the Commission.

As per article 323 of the Constitution the duty of the Union Public Service Commission is to present annually to the President a report which in turn is laid on the table of this august House. If we examine the report, we can see that the Commission has not made any serious effort in preparing the report for being presented to the President. It appears that it is more a formality than a function. This report is merely a copy of earlier report. Regarding the performance of the selected candidates, the Commission has given interesting and even surprising facts and figures to this House. It is said here that the performance of 99.23 per cent of the candidates is thoroughly satisfactory, 0.32 per cent being unsatisfactory and 0.42 per cent being of mixed character. Is there any truth in this information? Is it relevant to the prevailing conditions in administration? I do not know the methodology by which the Commisson has arrived at this appraisal. I need not say about the unemployment problem in our country. The Reports themselves reveal alarming facts and figures. The Thirty-second Report reveals that 3,28,861 candidates applied for 5,213 posts. It has been mentioned in the Thirty-third Report that there were 2,77,746 applicants for 8,099 posts. In the Thirty-fourth Report it has been stated that there were 3,04,602 candidates for 8,243 posts. Lakhs of educated youth are still unemployed. They are in the grip of poverty and misery. The administration at the Centre is not serious about filling up the vacancies in time. It has been alleged by the Commission that the Government is not cooperating with the Commission in filling up the vacancies. The Commission regretted to state that in spite of repeated observations made by them in their earlier reports, cases continue to occur where Ministries/Departments did not

intimate even the appropriate number of vacancies for publication by the Commission in the notices of examination for the information of the prospective candidates.

Another painful fact is that there is no relationship between the number of vacancies notified and the number of vacancies filled up. The Thirty-fourth Report reveals that for the Section Officers' posts, the number of vacancies notified was merely 14, but the number of vacancies filled up was 226. For Stenographers' Examination, the number of vacancies notified was 70, but the number of vacancies filled up was 238. For Combined Medical Services Examination, the number of vacancies notified was 50, but the number of vacancies filled up was 848. This is not only an indication of discrepancy or lapse on the part of the administration, but also an evidence of irresponsibility and indifference on the part of the administration.

The State Governments have been allowed to form their own Public Service Commission in their respective States. But at the same time, unfortunatey, the Union Territories have not been allowed to form their own Public Service Commissions. Posting of all candidates for all departments for all the grades through these Public Service Commissions will cause hardship and inconvenience to the administration in the Union Territories. Therefore, I request the Government to allow the Union Territories to have their own Public Service Commission at least in future.

Sir, I welcome the introduction of regional languages, including Tamil, as media of examination for all competitive examinations. But there are a number of complaints in the press and platform that Government is only encouraging Hindi and not other regional langunages. Government has accepted the regional language as the medium of examination only for namesake. Actually there is ill-treatment against candidates who appear or write the examination in a regional language. This is a highly objectionable attitude of the Government. Therefore, I request them kindly to not only treat all candidates equally, but also, if necessary, weightage should be given to candidates who write their competitive examination in their regional language.

Since Independence, the recruitment policy of the Union Public Service Commission has been far from satisfactory. It is always tilted towards the affluent classes and it is in no way helpful to the candidates who are coming from the rural areas. If you go through the figures, as far as IAS., IPS, IFS and other equal grades are concerned, nearly 90 per cent of the candidates are from the urban affluent classes. It is not a case of just one year. This has been the state of affairs right from the beginning. Let the Minister explain to the House as to what are the effective measures taken by this Government to uplift candidates who are coming from the rural areas. What are the measures taken by this Government to uplift the backward classes? I know that the hon. Minister has mentioned four measures in his speech in the Lok Sabha: (1) Option to answer one subject in any language; (2) more marks for optional paper; (3) lesser weightage to the interview test; and (4) withdrawal of additional papers. Sir, these measures are in no way going to help the candidates who are coming from the rural areas. The permanent remedy lies in the implementation of the recommendation of the Mandal Commission Report.

The Mandal Commission has clearly explained, with facts and figures, how the higher services have been unduly dominated by the affluent classes and how the backward classes have been deprived of their rightful position in administration. In Class I services, the percentage of persons belonging to Scheduled Castes and Scheduled Tribes is 5.68; the percentage of backward classes is only 4.69. In Class II

[Shri Aladi Aruna *alias* V. Arunachalam]

services, the percentage of Scheduled Castes and Scheduled Tribes is 18.18; other backward classes is only 10.63. Sir, so far as Class III and Class IV services are concerned, the percentage of Scheduled Castes and Scheduled Tribes is 24.40; other backward classes is 18.98. Sir, if we analyse all those figures, the position of other backward classes, which are having a population of more than 60 per cent, is less than the position of the Scheduled Castes and Scheduled Tribes; it is inferior to the Scheduled Castes and Scheduled Tribes in number in the Central Services. Therefore, I appeal to the honourable Minister to come forward to implement the recommendations of the Mandal Commission Report.

Sir, for countries together the affluent classes exploited the society and suppressed the weaker sections in the name of Dharma Sastras. And now they have conveniently got shelter under "merit." Sir, what is meant by merit? It has been mentioned by Justice Bhagwati in a judgment:

> "Merit cannot be measured in terms of marks alone but human sympathies are equally important. The heart is as much a factor as the head in assessing the social values."

Sir, as far as our policy is concerned, the primary consideration is with the head, not with the heart. The heart is always available only in the rural area, not in the urban area. Therefore, to utilize their services and utilize their values, I ask the Minister to implement the recommendations of the Mandal Commission. With these words I conclude my speech. Thank you.

SHRI M. P. KAUSHIK (Haryana): Mr. Vice-Chairman, Sir, I happened to go through the Thirty-fourth Report of the Union Public Service Commission. I have just heard three of my colleagues giving their own assessments and comments on the Reports, Thirty-fourth and Thirty-third, of the Union Public Service Commission.

What I feel that I should say before this House is, this Report has revealed very little about the importance of examinations, and very little has been revealed as far as the number of rural people getting into the class I and class II services as compared to the urban people are concerned. It is a known fact that we have created during the past 30 or 40 years a number of classes—the urban elite, the so-called public school products, the urban people, the rural people, the backward classes and the Scheduled Castes. There is a provision for reservation for the Scheduled Castes and backward classes in all the services. The Report says:

> "Even while lowering the standard of the examination, their quotas have been filled up, leaving it for the Government to improve their quality, their capacity, their capability while they join service after passing through the Union Public Service Commission test."

My personal opinion is that at least three sections of the society the Scheduled Castes, the backward classes and the rural population of India—deserve special treatment, particularly in one aspect. Examination, particularly for class I and class II services is a specialised subject. It is purely technical and specialised. For that training is necessary to bring a young boy or a young girl up to the mark. These sections of the society—the Scheduled Castes, the backward classes and rural people—have got a disadvantage. Therefore, they do not fare well in the Public Service Commission examinations. What steps have been taken by the Government so far are practically negligibles. There is a scheme in the universities. As Prof. Ramachandra Rao said, the UGC has set apart 10 per cent of the Budget for this work alone in the universities. But the results are not very very apparent or very congenial or

very noteworthy. I think, the Central Government itself, along with the provincial Governments, will have to take definite steps as far as this aspect is concerned. Otherwise, this malady will always remain, and a perpetual class of rulers will emerge in some time. This aspect will be very bad for democracy and may lead ultimately to a revolution which may not be to our liking at all.

As far as the selection of the technical personnel is concerned, I agree with Prof. Ramachandra Rao that specialised technical subjects should be kept out of the purview of the Union Public Service Commission. The Departments, highly technical Departments, may be given their own committees, commissions, to select personnel of the best merit available either in India, or those Indians who are abroad, may be recruited and brought back.

In this case, one more aspect is to be taken into consideration, and that aspect is how much we are paying for the services particularly of those whom we bring back from foreign lands to this country. The Government pay structure, as it stands today, as far as the services are concerned, the highly technological services, I think everybody will admit, is much lower than even our industrial pay structure. Our pay structure is less than even what the industry in India pays. And what to say? If it is compared to that in other countries like America, Canada and Britain, this pay structure seems to be absolutely minimum, we should give some thought to this problem. If we cannot have better pay scales for these persons who will be an asset to the nation, at least we can give them sumptuous allowances. A high qualified person in a particular branch of technology may help us in producing a number of other brilliant technological personnel which will be an asset to the nation. This will also help in improving the economic condition of the country also.

I would like to touch one more aspect. The UPSC has done commendable work. It has got a very high reputation. It is practically above board as far as its integrity, efficiency and system of examination are concerned—though there can be a number of improvements which I will touch later on.

What is its relationship with the Public Service Commissions in the States? Whenever we discuss things regional or of States or of compartments in the society, people become sentimental. I would like this House to give a fair consideration to this problem in an objective way and then assess the actual state of affairs. Are we really serving the nation by ignoring merit? And the simple objective assessment is merit? My observation is that in almost all the States without any exception, merit has been totally discarded it has been thrown away to winds by their State Public Service Commission. Selections are being made on consideration other than merit and that has been responsible for the reflection in the administration of the entire country. The UPSC thus comes into the picture when it selects State executive officers and administrative officers to the All India Services. The state of affairs is not as good as it thought to be. Some files are kept away Some cases are put up after three or four days when the man has already joined. It becomes very difficult to assess him purely on merit. What is the use of assessing him after a lapse of 3 or 5 years? I think there should be an additional provision in the UPSC which can have right and authority to direct State Public Service Commissions if there are any lapses. This will be an additional function in the interest of the country and in the interest of the States.

Regarding examinations, there was a mention in the report that there was a workshop for improvement in the examinations system. What improvement they are contemplating, no details have been given. If they di-

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vulge the details we can assess each aspect of the improvement in the examinations system which UPSC wish to introduce for the Central Services examinations.

As far as the regional languages are concerned, my hon. friend became very sentimental The views expressed by Prof. Ramachandran were, I think, nearer to truth. I am also of the opinion that the mother-tongue is the best language in which a young man or a person can express himself to his best capacity and capability. It is the medium through which one can express his own personal views. Yet when we see the figures of the students who are taking the central examination in regional languages the conditions are not so conducive so as to place them practically out of a shadow of doubt. If only a few students appear in the particular language, the teacher who examines them will definitely be swayed by the sentiments of the language itself.

When I was a student, there

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was a great persuasion for acceptance of Hindi in combined Punjab. Almost every one of us took up Hindi, giving up Urdu, at the 6th class or 8th class or 9th class stage. And we know that the advantage that we got out of it was that even if our language was faulty, we were not detained. This type of sentimental attachment to a language is a very very normal behaviour of a human being. I think in Central Service examinations, this sentimental behaviour should be avoided at all costs. This is a thing which should be reviewed and a condition of a minimum number of students should be there for any language when it is permitted to be a medium of a particular paper in a Central Service examination.

One more aspect is, at the present moment there are certain coaching schools which are minting money by millions for preparing students for IAS, IPS and other Central Service examinations and Public Service Commission examinations of the States. My suggestion is that these tutorial classes to train the students and make them fit to appear in these examinations should be a State responsibility. The UGC should be given additional funds so that they can have a network of these tutorial classes, coaching classes, in almost all degree colleges, so that this disadvantage to the rural people, backward classes, Scheduled Castes and even urban people of the lower middle class is absolutely done away with.

With these few comments, I submit that on the whole, the Report of the UPSC is commendable and their work is definitely commendable, but it should percolate still further and it should have some impact on the State Public Service Commissions also. And there should be greater coordination between the Public Service Commissions and the Union Public Service Commission.

DR. BAPU KALDATE (Maharashtra): Mr. Vice-Chairman, Sir, I am happy to have an opportunity to make some observations on the Thirty-third and Thirty-fourth Reports of the Union Public Service Commission. Sir, I start with the happy note of the Union Public Service Commission's observations about the Scheduled Castes and Scheduled Tribes. On pages 6 and 7 of the Thirty-fourth Report, the Commission has observed:

> "In other examinations also including those requiring technical or professional qualifications, the performance of Scheduled Castes candidates has been satisfactory and the Commission was able fully to meet the reserved quotas for Scheduled Castes candidates. . .

And in the end, regarding certain examinations, they have said:

> ". . even though the Commission could not meet the quota fully, the performance of Scheduled Castes candidates has shown an improvement over previous years."

As far as Scheduled Tribes candidates are concerned, they have mentioned:

> "In the case of the Scheduled Tribes candidates also there has been marked improvement as the Commission were able to recommend candidates against all vacancies reserved for them ..."

But they have also observed:

> "The Commission hope that the Scheduled Castes/Scheduled Tribes candidates recommended at relaxed standards will come up to the standard of other recruits selected along with them, after receiving additional instructions and in-service training, where necessary and arranged for them by the appointing authorities."

There is a general misunderstanding created by some vested interests that the standards of the Scheduled Castes and Scheduled Tribes are below normal or they are not that meritorious as they are expected to be for such types of posts. After so many years of training and so many years of efforts by these communities, their boys are coming up to the mark and I am sure if the Government gives them an interdisciplinary training after their selection to these posts, they will be up to the standard. There has been a cultural lag, there has been a social lag, there has been economic backwardness amongst these sections, and it is our duty to see that their performance improves and becomes better so that they come up to the merit expected of them. This, therefore, leads to the conclusion that we must have to continue the preferential treatment to the Scheduled Castes and Scheduled Tribes and help as many boys as possible from these communities to enter the arena so that in due course we can bring about a really integrated society as we have been cherishing and visualising.

I am in entire agreement with what Shri Aladi has said in regard to the Mandal Commission recommendations. Government should quickly accept the Mandal Commission recommendations for the welfare and upliftment of the Scheduled Castes and Scheduled Tribes and the backward classes. Already much time has been lost. It has been mentioned by the UPSC that in certain areas they could not fill the vacancies, not because the boys are not intelligent but because the boys have no opportunity to gain that knowledge. Therefore, the need of the hour is you have to pick them up from that low level and bring them to the level where they can stand and compete with other boys coming from the other sections of the society. I have seen the IAS examination reports I have seen from where really the boys come. You will be surprised to know that they all come either from Delhi or from Bombay or from Madras or such other metropolitan cities where the parents have the opportunity or the capacity to pay and do something for their children, who can send their boys to costly institutions. But where is that chance for the poor man's boy? How can the poor man's boy get adequate knowledge for the competition? It is just not possible for the boys from rural areas. Of course, it is not the job of the UPSC to go into this problem. It is the duty of the Government. The tendency is to push back these poor boys in preference to those from the affluent classes There is talk against reservations, against caste reservations, community reservations. But why does not anyone talk against public schools? Because, those who can pay a thousand rupees as fee, send their boys to public schools, those who can afford to pay heavily go to private engineering colleges or they go to private medical colleges paying a donation of Rs. 1 lakh each. So why are we not against economic reservations, where the reservations are for the elite classes? For so many years there have been reservations in favour of the elite classes. On the contrary we are of late hearing of agitations against job reservations for the down-

[Dr. Bapu Kaldate]

trodden and the socially and economically backward and neglected, which reservation is, in fact, necessary for bringing about an integrated society in our country. Therefore. I would request the Minister not only to look to the performance of the Scheduled Castes and Scheduled Tribes boys—their performance has happily improved over the years—but to see that we give them something more by means of which they will be able to improve their knowledge and standard and be able to do better at the competitive examinations, so that they will be on a par with those others from the elite classes.

The other point which I want to make is I have a feeling going through the reports of the UPSC that the Government is trying to erode the recommendations of the UPSC. The Minister is well aware that since 1950 nearly 17 notifications have been issued by the Government by which the authority of the UPSC has been thwarted or the UPSC has been in a way excluded from taking examinations for selection to certain posts in certain sectors. Sir, this is not fair. I think, if I am not wrong, the UPSC has already said something, has made some observations about this, about taking some sections from its purview and bringing them directly under the purview of the Government. Sir, this is a Constitutional arm of this country. The Union Public Service Commission is a Constitutional arm of the country, set up to make an impartial selection, meritorious selection. to have good and efficient officers, not only efficient, but also clean officers. We are also now talking of having a clean administration which can be carried on only by such officers. So, instead of taking away the powers of the UPSC, I will strongly advocate giving more powers to the Union Public Service Commission so that whatever blame is there. whatever blame that the Government may get because of certain things that they may do at the selection stage is not there and the people will feel happy and they will feel confident about the selection at the higher levels in this country.

Sir, there are many other points. Now, take the case of non-acceptance of the recommendations of the UPSC. There are four such cases mentioned in the 33rd Report and there are three cases mentioned in the 34th Report. I do not want to go into the details of these cases. With regard to the 33rd Report, I would just quote what they have said about this. It is a case of exoneration. It is on page 50 of the Report. The Commission reported the fact and then the Government wrote again and then again the Commission reported back to the Government and the Government had done exactly as the Commission had suggested earlier "In 1981."—I will just quote a line from the Report—"the Government passed an order exonerating an Accounts Officer of the charges framed against him. In the aforesaid order, the Government did not make any mention of the fact that the Commission had been consulted in the matter and that they had tendered their advice.". This is what they have said. So, the Government just tries to give the impression to the people that it is the Government which has done it. Actually, this has been done by the Commission itself. But the Government had no courtesy to tell the people that it is not the Government, but it is the UPSC which has done it, and on that count they have done this thing. They did not want to tell these facts and they also took a long time in this case. This is one case of non-acceptance. Now, I come to the other case.

Sir, this is a typical case. This is mentioned in the 34th Report at page 55. It is a question of punishment of a certain officer. In this case, what they have done is this: The UPSC punished the candidate, but the

Government asked for a review and, ultimately, the Commission gave its recommendation saying that he must be punished. But the Government did not accept the recommendation of the UPSC. They did not—what should I say?—punish him at all. But they simply said that they were taking a lenient view of the things. The UPSC is an impartial body and they had recommended punishment. But the Government says that it took a lenient view while the Commission had recommended a certain punishment. So, this kind of non-acceptance of recommendations is not good. They may be few in number. Here it is not a question of number. It may be either four or three. It is not a question of number here, but it is a question of attitude of the Government and it is a question of how the Government looks at the UPSC. Do they look at the UPSC as really an arm of the Constitution or do they look at it as an obstacle in their partial behaviour or do they want it to function in the way they want? This is the question.

Now, Sir, I have a few other suggestions to make. I will request the Minister to see that the impartiality of the decisions and recommendations of the Commission is not questioned, but the decisions and recommendations are accepted and are not thwarted by the processes of administration. Now, I would like to mention another thing. Sometimes the UPSC selects a candidate and promotes him. Then there is the CR or the Confidential Report from the Department. This always thwarts the process of promotion. I am not saying that it is always wrong. But this thwarts the promotion. I am not suggesting anything. But what I am thinking at this time is that the UPSC should take note of such cases and, if possible, try to intervene. I do not know if they have power for intervening. But if there is no power, they must be allowed to intervene in such cases to see to it that this should not thwart promotion.

The other thing is the question of a ban on recruitments. Sir, there is a ban on recruitment. The position is like this. There are certain very sensitive areas and there are certain departments where it is a must for us to fill up vacancies. I am not suggesting this for all vacancies. But there are certain areas where the vacancies must be filled up because if we do not fill up these posts at the top, not only the posts are not filled up but the whole work is disturbed because of non-filling up of vacancies. I will request that the UPSC should be given the power by the Government to see to it that in certain sensitive or essential departments the posts can be filled up by the UPSC itself.

Now, only one more point I would be making. Sir, there is the question of vindictive transfers also. There are many cases where officers are transferred also. There are many cases where officers are transferred because the higher authorities do not like their behaviour or their impartiality or he may be partial in certain things. Then it becomes impossible to redress his grievances. I suggest that the UPSC must be given the powers to intervene at this stage and to find out whether these transfers are *mala fide* transfers or *bona fides* transfers. If the UPSC intervenes, then there will be no necessity of any political pressure or any pressure of this type, because the people and the administration will know that the UPSC is there as a watch-dog and see to it that no *mala fide* transfers can take place.

Therefore, Sir, without making very many comments, since you have already rung the bell, I would only make one point. Now, I have gone through this for a long time. I had long discussions about this point. So, without making a speech I will just read it out because I have framed it, for the better use of the Minister concerned.

Sir, a Member of the UPSC presides over meetings for selection of an officer of the rank of Secretary to the Government of India.

[Dr. Bapu Kaldate]

As an example, a UPSC Member presided over the meeting in which the last Director General of Technical Development was selected, who is also an ex-officio Secretary to the Government of India. The UPSC is invested with disciplinary power to recommend or to advise dismissal of an officer of the rank of Secretary to the Government of India and such advice is of mandatory nature, and whereas the Member of the UPSC himself is below the status of Secretary to the Government of India. This is administratively an anomalous situation. The moment a person is selected by the UPSC Member, he becomes senior to the UPSC Member. This anomaly should be removed by raising the status of the UPSC Member to that of Secretary to the Government of India.

Thank you very much.

SHRI PAWAN KUMAR BANSAL (Punjab): Mr. Vice-Chairman, Sir, the hon. Members speaking before me have dealt with the various aspects of the Reports of the UPSC under consideration in this House. And I do not think it would be prudent for me to charter a course to say things which may seem repetitive. However, it is with a sense of gratification that I note that the UPSC, which under the Constitution has a variety of duties to perform and responsibilities to discharge, has always come up to the expectations of the people and has come to present an image of itself which Mr. M.P. Kaushik has referred to while comparing it with the State Public Service Commissions. As we all know, the Union Public Service Commission advises the Government on recruitment matters, on matters concerning the promotion and seniority of officers and on matters concerning the disciplinary action to be taken against the delinquent officers, besides, of course, the important function of conducting examinations for the various services.

Sir, while going through the 34th Report of the Union Public Service Commission, a point which struck me most was that there had been an inordinate delay in the formulation of recruitment rules. Often, there is a murmur against the practice of having temporary appointments or *ad hoc* appointments in various Ministries and Departments. It is a matter of concern for all of us that it so happens that in certain cases the temporary appointments go on for years together. The reasons is not far to find. In the absence of appropriate recruitment rules, the authorities consider it expedient to continue employing the officials or the other staff on temporary basis and the adverse effect it has on the concerned officer or the official and the demoralising effect it has on him besides always keeping him in a state of insecurity is for all of us to see on various occasions. It was quite disturbing to learn from the Report that in 97 of the various cases that were referred to the Commission, there was a delay in the formulation of the rules to the extent of five years. I hope that the report that has been presented to the Government and laid on the Table of the House would be an eye-opener for those departments which, for reasons best known to them, have taken so long in the formulation of recruitment rules.

Sir, although it has been said in detail by the hon. Member speaking before me, I would again like to slightly lay my own emphasis on the fact that though the Union Public Service Commission has always acquitted itself admirably, it is not come forward with really innovative ideas as far as the conduct of the examinations is concerned. We know that in the time allotted of 3 hours or so, it is only the candidates with bookish knowldege or bookworms who are able to write the answers and, in my opinion, the personality test, as we call it, is not really an acceptable measure of determining the suitability of a candidate for a particular post. I would take this opportunity to emphasise the need of having a really innovative examination system, shedding aside the various traits that we may have inherited from the imperial

system of conducting examinations. I think it is time to devise our own indigenous system for selecting candidates for the various services. Finally, Sir, I would only refer to one point, and that is the cost that the candidates have to bear in the form payment for the entrance examinations, forms, etc. for appearing in various examinations. In our country, where the magnitude of unemployment is unprecedented, I think, it is the duty of the Government to see that no fee whatever is chargeable from a candidate who wishes to appear in an examination in the hope of getting a job here or there. From the report, I learn that last year, that is the year ending 31st March, 1984, some 3,04,602 candidates applied for various examinations to the Union Public Service Commission whereas it was only 8,243 candidates that the Commission recommended for employment. And we do not know what was the rural number of the candidates who ultimately found employment because it is again apparent from the Report that in various cases, the actual offer of employment is deferred for years together with the result the candidates whose names are recommended by the Commission often find placements elsewhere. And by the time the Department is prepared to take them, the whole exercise turns to be an exercise in futility, and again the Commission has to go through the process of inviting the applications afresh and again tax the candidates who appear in the examination. So, I think, it is the duty of the Commission to see that no fee is chargeable in any form whatsoever from the prospective candidates. We spend a lot on the functioning of the Commission, and I feel that it is not a wasteful expenditure. It is an expenditure on account of getting the best talent for the various services under the Government, and it would not really matter if it is a little more.

Now, coming to the point raised by Mr. Bapu Kaldate—I am sorry, I could not really pronounce his name correctly—he had a grouse about Government not accepting the Report of the UPSC on various counts. And he was particularly emphatic about three cases reported in the Thirty-fourth Report about the Government imposing a penalty less severe than the one recommended by the UPSC. I do not really think it is that serious a thing which should perturb us. From the Report we find that there are not many instances on which the Government, that is the master of the servant, differed from the UPSC. And again as we go through those three particular cases, we find that it is not that the Government has turned down in toto the recommendations of the UPSC. It was, in fact, only regarding the severity of the punishment and, I think, that much prerogative has got to be accorded to the employer.

Sir, though I agree with most and, in fact, practically everything of what Mr. Kaushik said, I would only beg to differ with him regarding the relationship between the UPSC and the State Public Service Commission. Though the State Public Service Commissions may not have really given that image of impartiality which we have of the Union Public Service Commission, but that I feel is no ground for making the State Public Service Commissions subservient to the UPSC. The State Public Service Commissions are also Constitutional organisations, formed under the authority of the Constitution. And we do expect them to come to the same standards as we expect of the Union Public Service Commission. But if ever there is any failure in their duty, the remedy is not just putting them under the charge of the Union Public Service Commission but to see that the appointments to the State Public Service Commissions are made on the same basis, in practice, as in the case of the Union Public Service Commission. And, I am sure, that having done so, the State Public Service

[Shri Pawan Kumar Bansal]

Commissions would also as, I think, they had been doing in the past, discharge their duties very effectively, efficiently and honestly.

To conclude, I would compliment the Union Public Service Commission of playing an important role in finding suitable candidates for the various appointments under the Union Government, the personnel of which really matter in conducting the affairs whether it is in the field of education or in the field of administration or the medical services. Though there is need of improvement it, is through the various stringent tests laid down by the Union Public Service Commission that we are able to have the staff which is necessary for the proper functioning of a society as ours. Thank you.

SHRI JASWANT SINGH (Rajasthan): Mr. Vice-Chairman, Sir, this debate has become very boring and the hon. Minister, I am sure, has heard endless times the same things being repeated both in this House and in the other House. Now, I must admit that I have not read either of these Reports.

THE VICE-CHAIRMAN (SHRI CHIMANBHAI MEHTA): Then you can make it lively.

SHRI JASWANT SINGH: I have flipped through the pages but I despaired of ever going through that lot of bumf. I must admit, therefore, rather weakly, that all that I did was to go through some pages of it. I would nevertheless be so bold as to venture some comments on this whole question of what the UPSC does, does not do and what we might to do about it.

Now, Sir, we are 750 million people. Out of 750 million people, it is my understanding that the total number of graduates are about 9 to 10 million, in the 80s. Out of those 9 to 10 million, roughly 30 to 35 thousand annually enter this core service stakes. In this core service stakes, the UPSC comes as the determinant of a lot of young people's fortunes. Here I am faced with a difficulty and I would request the hon. Minister, when he replies to the debate, to attempt to answer my difficulty. I am faced with the difficulty that the UPSC essentially is stymied by two fundamental flaws, possibly three, but the third one I will come to subsequently. Firstly, there is excessive red tape and the Government itself has placed such inflexible ground rules for the operation of the UPSC that I do not know what autonomous, independent exercise of judgment the UPSC is left with to exercise. What are the residual powers? If an assessment were carried out of the residual, autonomous powers of the UPSC and the ground rules, the inflexibility of bureaucratic red tape and if they were both put in a balance or a scale, I would find that the UPSC's freedom to exercise its option is extremely limited. Now, the hon. Minister holds the charge of Administrative Reforms. Perhaps he would exercise his mind to this aspect of the UPSC's functioning because if you do want this Commission to function autonomously for the purpose of determining the fate of these 30 to 35 thousand young men, it is a minuscular fraction of the total population of the country, then I think this disparity must go.

The second factor which I find is styming the UPSC, is the reservation tangle. Unless, therefore, this reservation tangle is resolved I do not know the UPSC is going to be able to function or perform the tasks which it is intended to do. Let me just take three aspects of the reservation tangle In every Session of Parliament, we come across questions—how many of the Scheduled Caste and Scheduled Tribe vacancies, allotted seats etc. have been filled up. Ever since I can recollect, I find that the figures in regard to filling up of Scheduled Caste and Scheduled Tribe vacancies remains woefully short of the statutory

minimum fixed for that purpose. During the Constituent Assembly debate, it was Dr. Ambedkar who said that by doing what we then did, we would be entering—these are not his exact words, but words to that effect—a life of contradictions. Political equality and social and economic inequality. I submit, Sir, that Dr. Ambedkar could be faulted only on the ground that he talked of a schism between political equality and social and economic inequality. But actually, there is neither political equality nor social equality nor economic equality. Now, this is one aspect of the reservation tangle.

The second aspect of the reservation tangle is that the UPSC's freedom of exercise already curtailed by the ground rules or inflexibility of ground rules or red-tape, is further curtailed by the reservation for Scheduled Castes and Scheduled Tribes, which they are not able to fulfil.

Thirdly, there is creation of an elite within an elite and I do not know whether the U.P.S.C. has ever applied itself to this continuing difficulty or continuing complication in the performance of its tasks.

I then come to the question of methods of examination which the UPSC currently employs. I would request the hon. Minister to correct the figure if they are wrong. Of the total number of people employed by the Government, I am given to understand I am informed, that the U.P.S.C. really handles only three per cent. Am I correct in this figure? If this huge edifice of UPSC which really involves itself with the core services, foreign service, administrative service, police service, central service etc., if it really handles only three per cent of the total number of people which the Government employs, if it concerns itself only with three per cent of the total number, then, it places a very serious question mark on the very relevance of the continuity of the UPSC

I will come to this point a little later and elaborate the point I want to make. Before doing so, I would make a mention that following upon the Kothari Commission's recommendations, two written examinations and one oral examination became the system as against the earlier system of the axe falling after the written examination followed by vocal, Kothari Commission's recommendations resulted in a situation where, for example, in 1983, out of 150,000 applicants, only 845 were eventually selected. Out of the 845 candidates, 140 were Scheduled Castes and 75 were Scheduled Tribes. There are two written examinations—and there is a great deal of approval for two written examinations—followed by an interview. There are two aspects here again. The large scale rejection of young men—150,000 applicants and 845 selected; this is what I meant by when I said creating an elite within an elite—and secondly, what it does to the psyche, in a market of no job availability, of young men in the country.

About the interview, I would like to read out the ground rules laid down by the UPSC. The UPSC says that the candidates must display—please recognise that the examiners and the interviewers are required to make an assessment of all these qualities in about 10 to 15 minutes—mental alertness, critical powers of assimilliation, clear and logical expression, balance of judgment variety of depth of interests, ability for social cohesion and leadership ,intelleectual and moral integrity. I would like all of us here, sitting in this House, to be put through this test in 10 or 15 minutes by any set of interviewers. I do not subscribe to the theory that in 10 or 15 minutes any set of interviewers can determine these qualities, no matter how brilliant they may be. Now, I do not know if something has gone fundamentally wrong with all this. You have from one written examination moved to two because you have

[Shri Jaswant Singh]

found it impossible to cope and you have still settled with the oral part of it. Admittedly, the oral test is reduced in its total numbers or percentage which goes towards determining the final selection. Am I to understand from this that in final selection all these qualities have also reduced in importance? These are some of the anomalies which the Minister must address himself to because unless that is done we will not be setting right what is wrong with the administration of the country.

Sir, I would like to take this opportunity to quote some of the observation of Dr. Kidwai who formally the chairman of the Public Service Commission of Jammu and Kashmir and who has involved himself with this exercise for great many years

These are some of his observations. He says that first class students of mathematics during an oral interview were nonplussed when they were asked if, in their opinion, God was a great mathematician or a mathematician at all. He gives another example and says: "Most electronics graduates stared uncomprehendingly when they were asked whether the application of electronics to entertainment had men lazy and passive in their use of leisure?" But the third example, which I would like to quote, is still more interesting. This is really a question which you might consider addressing to all of us as it is addressed to the candidates. He says: "quite a number of candidates had combined physics with European history, but only a rare candidate could name that other great inventionof modern physics which had foiled Hitler in the Battle for Britain in the Second World War." I would leave the answer as a blank because I would like all of my friends and colleagues here to also exersise their minds on the subject.

This brings me to the whole question that really a reform of UPSC, a reform of our selection procedures, a reform of how we can build up the ethoes of our administrative services, is a holistic concern. It is inseparable from what is happening in education. Unless the input of education is sufficient so as to make the young men who asspire to these core sector jobs able the output from the UPSC cannot be any better. And it is in that sense that I say that this whole concern is a holistic concern. But the current debate is limited to the UPSC's reports and, therefore, per force I have to limit myself to the UPSC's functioning and even in so doing one cannot suggests merely the clearing of the UPSC, an improvement of the UPSC unless one also talks talks of the whole.

There is then a second thing which finds frequent mention and I am sure the Minister has come across this that unless there is a political reform, unless there is administrative reform, UPSC's functioning, which is to be autonomous, independent, free of nepotism or any kind favouratism for which we have one word *'sifarish'* —some estimates go to the extent of suggesting that roughly about 15 to 17 per cent UPSC candidates are the result of *'sifarish'*—cannot be improved. This is, of course, for the Minister to determine. We will not be able to reform any of this unless there is a simultaneously reform of the total administrative ethos, of the total political attitude to the UPSC, which also lends suport to my suggestion about adopting a holistic attitude to the UPSC's functioning.

There are four other aspects which I would like to emphasise. Firstly, Government had made an announcement that they would be moving towards a delinking of jobs with degrees. I would like to know what is the current status of that anouncement, that particular thinking—whether it stands and how are you going to integrate it with the UPSC's functioning?

I had started by saying that UPSC's functioning with efficiency and effectiveness is considerable stymied by the whole reservation tangle. Unless therefore the Government does not move purposefully, positively towards untangling it, I think the UPSC's functioning is going to become increasingly more difficult. There is a devaluation in the status of the UPSC. I don't think process of rectifying the UPSC can be handled in isolation. Considering that it handles only 3 per cent of the total jobs, considering that a number of other services—like the Armed Forces, or the law and order agencies—have their own in house agencies for recruitment, why does the Government not consider a total revamping of the system of recruitment into its administrative services?

One more final observation on UPSC, which is that I am inclined to the view that the UPSC's examiners and interviewers bring a magisterial attitude to their responsibilty, to their task. I do not want to elaborate on what this magisterial attitude is. But unless this magisterial attitude goes out of the UPSC, we will not be able to reform.

It is said, Sir, that if you want to know a man, or what he is like, you have to examine the mental health of his wife. The relationship between a government and the administrative service is like that of a man and his wife. So if therefore, to know a man, you have to know the mental health of his wife, then to know the health of a Government you have to examine its administrative services. I appeal to the Minister that unless the whole aspect of the health of the administrative services is examined and improved, the Government cannot improve.

Finally, Sir, on an earlier occasion I had an opportunity to appeal to the Minister that my wife has often complained that the two most difficult tasks she faces in her life as an Indian housewife is to fill out Indian forms—the forms which our bureaucracy has proliferated—and the second task which she finds equallly difficult is to get our teenaged children out of bed. I had appealed to the hon. Minister earlier to at least reform the forms so that one-half of my domestic life is improved and perhaps in the process the Government functioning will improve.

श्री कल्पनाथ राय (उत्तर प्रदेश) : आदरणीय उपसभाध्यक्ष महोदय, हम जो यूनियन पब्लिक सर्विस कमीशन के संबंध में चर्चा कर रहे है, आदरणीय 32वी, 33वी और 34 वीं रिपोर्ट जो यहां प्रस्तुत की गई है, तो पहले तो मैं माननीय मत्री जी स यह जानना चाहता हूं कि आखिर तीन वर्षो की रिपोर्ट इस साल ही क्यों पेश की गई, जब कि 1981–82 की रिपोर्ट वर्ष 1982 में, 1982–83 की रिपोर्ट 1983 में और 1983–84 की रिपोर्ट 1984 में प्रस्तुत होनी चाहिए थी। तो तीन साल की रिपोर्टें इस साल ही क्यों प्रस्तुत की गई ?

आदरणीय उपसभाध्यक्ष महोदय, यूनियन पब्लिक सर्विस कमीशन मे आठ सदस्य हैं । पूरे देश के लिए बड़े-बड़े आई० ए० एस०, आई०पी०एस०, आई० एफ० एस०, जो टोप क्लास सर्वण्टस है, उनका सेलेक्शन यूनियन पब्लिक सर्विस कमीशन करता है ।

उसके अन्दर ज्यादातर रिटायर्ड आई० ए० एस० अफसर या रिटायर्ड ऐसे लोग है जिन का सम्बन्ध केवल शहरों से है । जिन का संबंध गावों से नहीं है और हमें इन सिविल सर्वेंटस के माध्यम से नये हिन्दुस्तान का निर्माण करना है जिस में हमें 6 लाख गांवों का विकास करना है, देश की खेती का विकास करना है। तो जो लोग एग्रीकल्चर से संबंधित हैं, गांवों से संबंधित है या उन कामों मे एक्सपर्ट है ऐसे लोगों को भी पब्लिक सर्विस कमीशन मे रखना चाहिए। जो हमारे पब्लिक सर्विस कमीशन के सदस्य हैं वह ज्यादातर या तो अंग्रेजी जानने वाले या शहरों के लोग या रिटायर्ड आई० एस०ए०, आई० एफ० एस० और आई० पी० एस० आफिसर्स है. . .

श्री जगदम्बी प्रसाद यादव (बिहार) : ज्यादातर सब अंग्रेजी जानने वाले है । और गत वर्ष जिन्होंने हिन्दी के माध्यम से परीक्षा दी थी वे सब फेल किये गये हैं ।

श्री कल्पनाथ राय : श्री के० पी० सिंह देव जी जो बड़े योग्यतम मंत्री हैं और जो प्रधान मंत्री के लक्ष्य और सिद्धांतों के अनुकूल हिन्दुस्तान को 21वी शताब्दी मे ले जाने का संकल्प बनाए हैं तो हिन्दुस्तान को 21वी शताब्दी मे ले जाने के लिये आवश्यक है कि देशभक्त, राष्ट्र भक्त और निष्ठावान सिविल सर्वेन्ट्स हमारे पास हों और वह तभी सम्भव होगा जब हमारे देश के पब्लिक सर्विस कमीशन का जो ढाचा है, जो इसका स्ट्रक्चर है उसमें बुनियादी परिवर्तन किया जाए । और उसमें सभी वर्गों के लोग हों । कमजोर वर्ग के, ग्रामीण इलाके के, पिछड़े इलाके के, सभी वर्ग के प्रतिनिधि जो हाई इंटेग्रिटी के लोग हों उनका रिप्रेजेन्टिशन जब इसमें होगा तभी पब्लिक सर्विस कमीशन हमारे देश को अच्छे सिविल सर्वेन्ट्स दे सकेगा ।

मेरा दूसरा निवेदन यह है कि आज हिन्दुस्तान एक कृषि प्रधान देश है, । और इसमें इंडस्ट्रियल रेवोलूशन हो रहा है । यहां आई० ए० एस० आई० एफ० एस० और आई० पी० एस० की आल इंडिया नौकरियां है । मेरा कहना है कि मेडिकल इंजीनियरिंग और एजूकेशन में भी आल इंडिया सर्वेसिज होनी चाहिए ।

एक माननीय सदस्य : जुडिशियरी में भी ।

श्री कल्पनाथ राय : क्योंकि टैक्नोलोजी के जमाने मे अगर किसी आई० ए० एस० को उसके ऊपर बैठा दिया जायेगा तो इसे टैक्नोक्रेट कभी नही चाहेगा कि हमारे उपर कोई आई० ए० एस० अफसर हो और वह हमारे विभाग में दिलचस्पी ले । इसलिये इंजीनियरी, मेडिकल और एजूकेशन की आल इंडिया सर्विसेज होनी चाहिए । जब हमने शिक्षा को, कान्करेन्ट लिस्ट मे, समवर्ती सूची में शामिल कर लिया है तो आल इंडिया एजकेशन सर्विस क्यों नहीं होनी चाहिए । इसलिए मेरा मंत्री महोदय से निवेदन है कि वे बदलते हुए संदर्भ में जब देश औद्योगिक क्रांति की तरफ बढ़ रहा है, जब देश एक अटोमिक राष्ट्र बन चुका हैं, इ। स्पेस टैक्नोलोजी में भी एडवांस हो चुका है और दुनिया का तीसरा टैक्नीकल नो-हाऊ देश है तो टैक्नोक्रेट्स को भी आल इंडिया सर्विस होना चाहिए और जो जिस विषय का एक्सपर्ट हो वह ही अपने विभाग का हैड आफ दी डिपार्टमेंट बनाया जाए । वरना स्पेशिलिस्ट और जर्नलिस्ट में जो द्वन्द्व चल रहा है उसका परिणाम अच्छा नही होगा । इसलिये मेरा निवेदन है कि एजूकेशन इंजीनियरिंग और मेडिकल की आल इंडिया सर्विस बनाई जानी चाहिये ।

यह राष्ट्र बनाने की बात है, लेकिन कहा गया कि आल इंडिया सर्विस में क्यों नही हिन्दी को कम्पलसरी विषय बनाया जाता है । जिस राष्ट्र का कोई एक ध्वज है, झंडा है उसकी भाषा भी एक होनी चाहिये । हिन्दुस्तानी भाषा राष्ट्रीय भाषा अनिवार्य होनी चाहिए आई० ए० एस०, आई० पी० एस० और आई० एफ० एस० सर्विस म । हमने हिन्दुस्तान के संविधान की 344, 345 और 346 धारा मे लिखा है कि हिन्दुस्तान मे 15 वर्ष के अन्दर आजादी के बाद हिन्दी को राष्ट्र की भाषा बनायेंगे । हिन्दी राष्ट्र भाषा है इसलिए पूरी राष्ट्र की सर्विसेज जो आई० ए० एस०, आई० पी० एस० और आई० एफ० एस० है उनमें हिन्दी अनिवार्य विषय होना चाहिए आल इण्डिया सर्विसेज मे यह न होना राष्ट्रीय एकता को कमजोर करता है । इससे राष्ट्रीय एकता मजबूत नहीं होती । महात्मा गांधी गुजराती थे, लेकिन उन्होंने हिंदी की वकालत की । श्री राजगोपालाचारी दक्षिण भारत के थे, लेकिन आजादी की लड़ाई मे उन्होंने हिन्दी की वकालत की । नेताजी सुभाष चन्द्र बोस बगाल के थे, लेकिन उन्होंने हिन्दुस्तानी को राष्ट्र भाषा बनाने की बात की । लेकिन आजादी के बाद जो राष्ट्रीय धारा हमारे मुल्क में मजबूत थी 1947 से पहले, आज 1985 में रीजनल फोर्सेज, कम्यूनल फोर्सेज और कास्टिज्म के फोर्सेज अपना सिर उठा रहे है जिसके कारण हमारी राष्ट्रीय एकता, नेशनल इंटीग्रेशन को भी खतरा है । इसलिए मेरा कहना है कि यू० पी० एस० सी० में हिन्दी

नेशनल लवेंज, एक अनिवार्य विषय होनी चाहिए । राष्ट्र बड़ी चीज है, उसकी एक भाषा होनी चाहिए ।

SHRI R. MOHANARANGAM (Tamil Nadu): Sir, for explanation I would ask one thing. Mr. Kalpnath Rai wants that Hindi should be introduced as one of the compulsory subjects for all the students coming from different parts of the country. I want an explanation. Supposing anybody wants to apply from Madras, you cannot say that Hindi should be introduced as one of the compulsory subects.

SHRI KALPNATH RAI: No. Let me speak.

SHRI R. MOHANARANGAM: You just tell me. I want to know. I want to know: If anybody from Tamil Nadu applies, should Hindi be compulsory for him, even for the students coming from my part? Are you going to appear in a Tamil paper?

SHRI KALPNATH RAI: I can.

SHRI R. MOHANARANGAM: In a Telugu paper, in a Marathi paper? Do not say that. You can say that the Hindi-speaking people may answer in Hindi language. But you cannot say that people from my part should study in Hindi. We have shed our blood, our sweat and tears for the development of our language. We will never allow anybody to develop any language at the cost of our language.

THE VICE-CHAIRMAN (SHRI CHIMANBHAI MEHTA): Kindly sit down. The Minister is going to answer

SHRI V. GOPALSAMY (Tamil Nadu): He should not say that.

SHRI R. MOHANARANGAM: You should not say that Hindi should be a compulsory language.

SHRI ALADI ARUNA alias V. ARUNACHALAM: Let him reply.

SHRI R. MOHANARANGAM: Let him reply. We do not have any animosity towards any language. You can improve the Hindi language. We do not want to stand against that. (*Interruptions*).

THE VICE-CHAIRMAN (SHRI CHIMANBHAI MEHTA): Hon. Members, please calm down. Please sit down. The Minister is gting to answer.

SHRI R. MOHANARANGAM: Mr. Kalpnath Rai is not only creating complications and conlusion in the Congress Party, but he is doing so in the Opposition also.

THE VIE-CHAIRMAN (SHRI CHIMANBHAI MEHTA): The Minister is replying.

5.00 P.M.

SHRI K. P. SINGH DEO: The hon. Member has made his point. That is his view. Hon. Mr. Mohanarangam has his own view.

SHRI K. GOPALAN (Kerala): What is the Government's view?

SHRI R. MOHANARANGAM: What is the Government's view? Sir, one minute. We are not interfering whenever you talk on any subject, any issue. All know fully well that this is a sentimental and sensational subject as far as my party is concerned. You should not talk like that.

SHRI ALADI ARUNA *alias* V. ARUNACHALAM: You are for 'Hindia' not for India.

THE VICE-CHAIRMAN (SHRI CHIMANBHAI MEHTA): Please sit down. The observations have been made. You have done your Job. It is 5 o'clock.

Just a minute, Mr. Kalpnath Rai. There is an important statement going to be made by the Minister. You will be allowed to continue your speech. Now the Minister of External Affairs would make a statement.